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# Bear Creek Village

## Zoning By-law Amendment

### PLANNING JUSTIFICATION REPORT

Part of Lot 2, Concession 14, Block 76 of Registered Plan 51M-1167

Roll No. 434204001701183

IPS NO. 17-732

January 2021



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**Wynstar Bear Creek LP  
500 Ardagh Road**

**Part of Lot 2, Concession 14  
Block 76, Registered Plan 51M-1167  
City of Barrie**

APPLICATION FOR

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**ZONING BY-LAW AMENDMENT**

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PREPARED BY

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**January 2021**

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## **1.0 INTRODUCTION**

Innovative Planning Solutions has been retained by Wynstar Bear Creek LP to complete the following Planning Justification Report in relation to a proposed Zoning By-law Amendment (ZBA) application on lands legally described as Part of Lot 2, Concession 14, Block 76 of Registered Plan 51M-1167, and municipally known as 500 Ardagh Road, in the City of Barrie. The lands possess an area of approximately 4.49 hectares (11.2 acres) with 375.54m of frontage on Ardagh Road and 321.89m on the Summerset Drive extension. Figure 1 provides an aerial view of the subject lands and uses in the immediate vicinity.

The purpose of the proposed ZBA application is to amend the current zoning of the lands and introduce special provisions to facilitate and obtain approval for residential development. The property is currently designated 'Residential' per Schedule A of City of Barrie Official Plan (Figure 2). The property is zoned 'Residential Multiple Dwelling Second Density' (RM2) in the City of Barrie Zoning By-law 2009-141 (Figure 3). The subject lands are an existing block (Block 76) within a recently registered Plan of Subdivision (51M-1167). This proposed development is referenced as the Bear Creek Village.

The ZBA proposes to alter the current zoning of the lands from the existing 'Residential Multiple Dwelling Second Density' (RM2) zone to Residential Multiple Dwelling Second Density Exception (RM2-SP\_\_) and Residential Apartment Dwelling First Density Exception (RA1-2-SP\_\_), to facilitate residential development as outlined in Section 3 of this Report. The following Report will review the applicable policies and guidelines found within the Planning Act, Provincial Policy Statement, Provincial Growth Plan, and City of Barrie Official Plan and Zoning By-law 2009-141 to justify the ZBA application in accordance with good planning principles.

## **2.0 SITE DESCRIPTION AND SURROUNDING LAND USES**

The lands are located at the northeast corner of Ardagh Road and Mapleton Avenue, immediately south of the Summerset Drive extension which will extend from its current terminus to the north east and connect with Mapleton Ave at Ardagh Road where there is an existing controlled (fully signalized) intersection. Ardagh Road is identified as an arterial road while Summerset Drive is identified as minor collector, per Schedule D of the Official Plan. The lands consist of one vacant parcel with no buildings or structures present; however, contains a pine tree plantation which is intended to be fully harvested prior to development. Public transportation is available to the site along Ardagh Road and Mapleton Avenue via bus routes 7A (Grove) and 7B (Bear Creek), traveling between the

Downtown Terminal and Park Place. Figure 4 illustrates transit servicing in the area. The necessary servicing infrastructure is also available along Ardagh Road, including municipal water, sanitary and storm sewers.

Forest-covered Environmental Protection (EP) lands exists to the west and north of Summerset Drive, representing the Bear Creek Wetland. EP land also abuts the subject property to the east, delineating a creek corridor running north-south and identified as Block 79 on the Registered Plan 51M-1167. This block and associated EP land was established through recent Planning Act processes and delineated through the registration of Plan 51M-1167. East of the creek is the recently approved subdivision featuring 78 single-detached homes with R3 zoning. It is important to note that these features were delineated through the approval process of the recently registered Plan of Subdivision. Continuing east, there is Ardagh Bluffs Public School, St. Catherine of Siena School, Summerset Park and additional detached homes built within the last 10 years. South of the subject site, (south side of Ardagh Road) contains a single detached subdivision built within the last 15 years. Also south of the subject site, at the southeast corner of Ardagh Road and Mapleton Ave, is a commercial plaza and St. Joan of Arc Catholic High School. A townhouse development is located at the southwest corner of Ardagh Road and Mapleton Avenue, built within the last 3 years. Batteaux Park, a public neighbourhood park is located south of the Townhouse development.

Other attributes include proximity to the Highway 400/Essa Road interchange less than 3km. Additional commercial amenities are available at Ardagh Rd and Ferndale Dr, and a large shopping plaza is located on Essa Road at Mapleton approximately 2.5km from the site and includes a grocery store, drug store, bank and several restaurants. The Holly Community Centre, Holly Meadows Elementary School and a local commercial plaza are located approximately 2km away on Mapleton Avenue. Bear Creek Secondary School is located approximately 2km south of the subject site near County Road 27. A number of commercial and employment opportunities exist in proximity to the Highway 400 interchanges at Maplevue Drive, Essa Road and Dunlop Street. Local amenities in the area are illustrated in Figure 5 and include a variety of schools, parks, commercial amenities, and a community centre. The subject lands are partially located within the regulated area of the Nottawasaga Valley Conservation Authority (NVCA), as shown in Figure 6.

The 'Residential' Official Plan designation and current 'RM2' zoning were approved by Council on June 5, 2017 (Bill 042 – OPA #031 and Bill 034, respectively). Plan 51M-1167 was registered on September 26, 2019, and at the time of the making of Block 76, there was no associated concept plan developed.

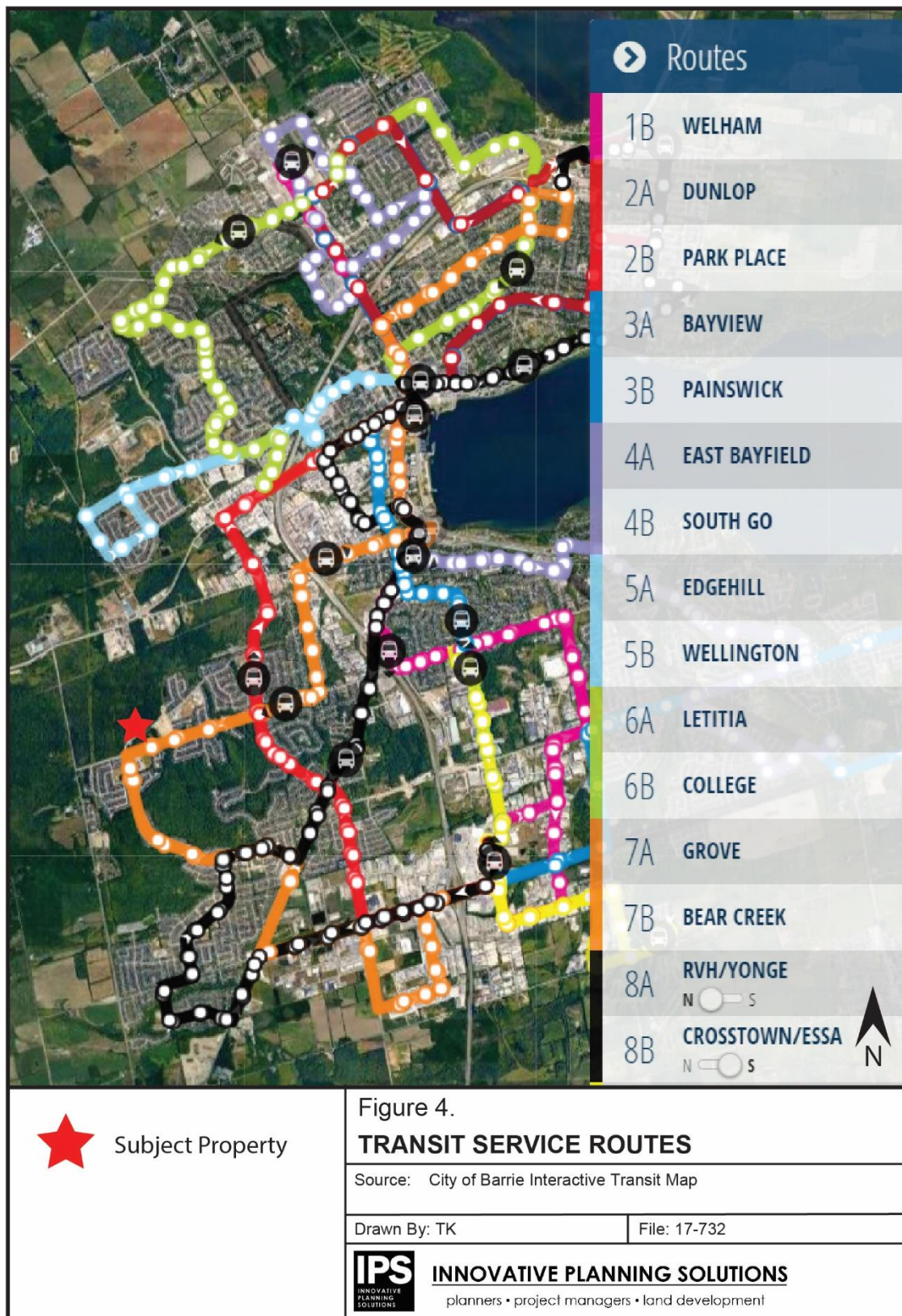




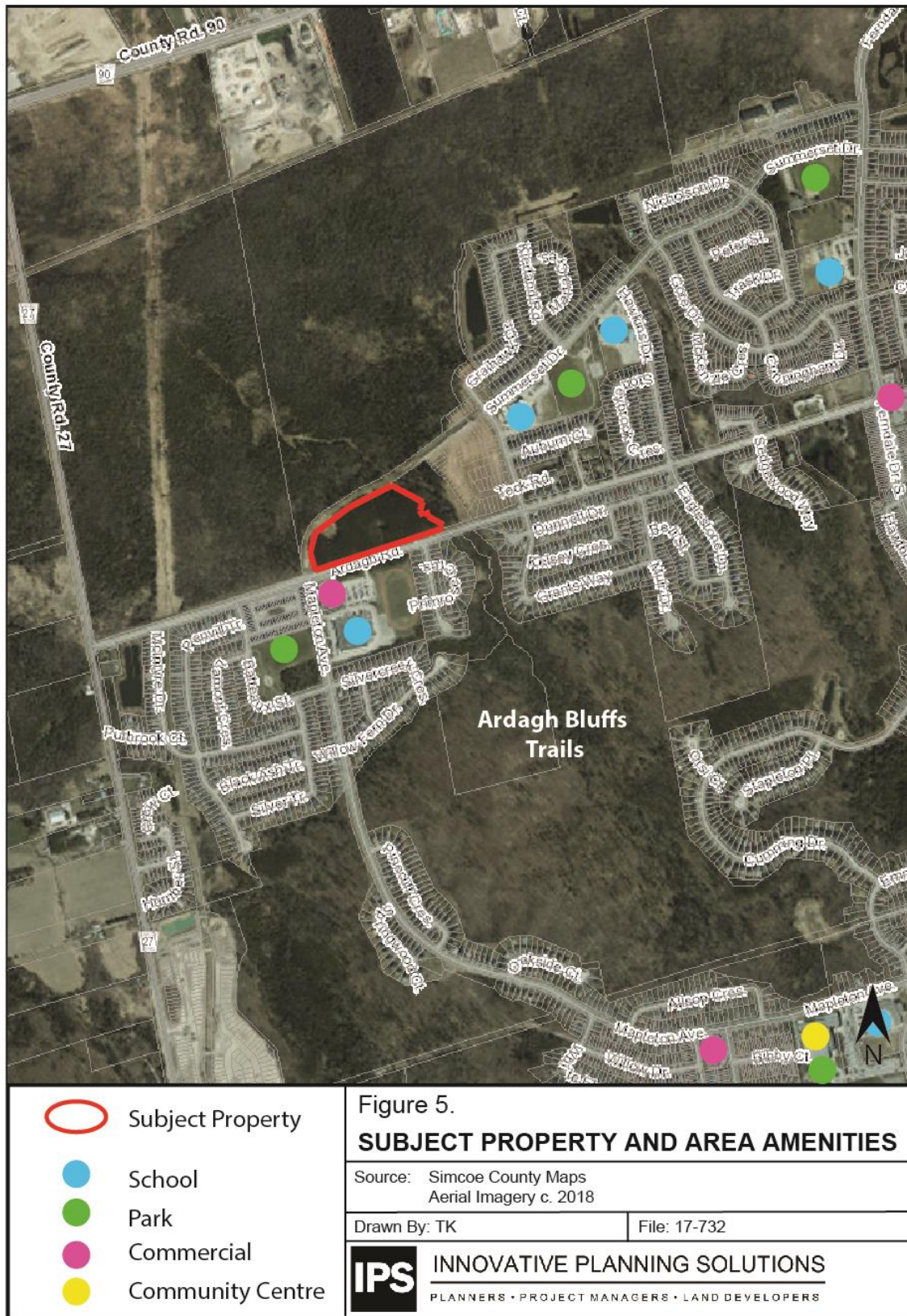




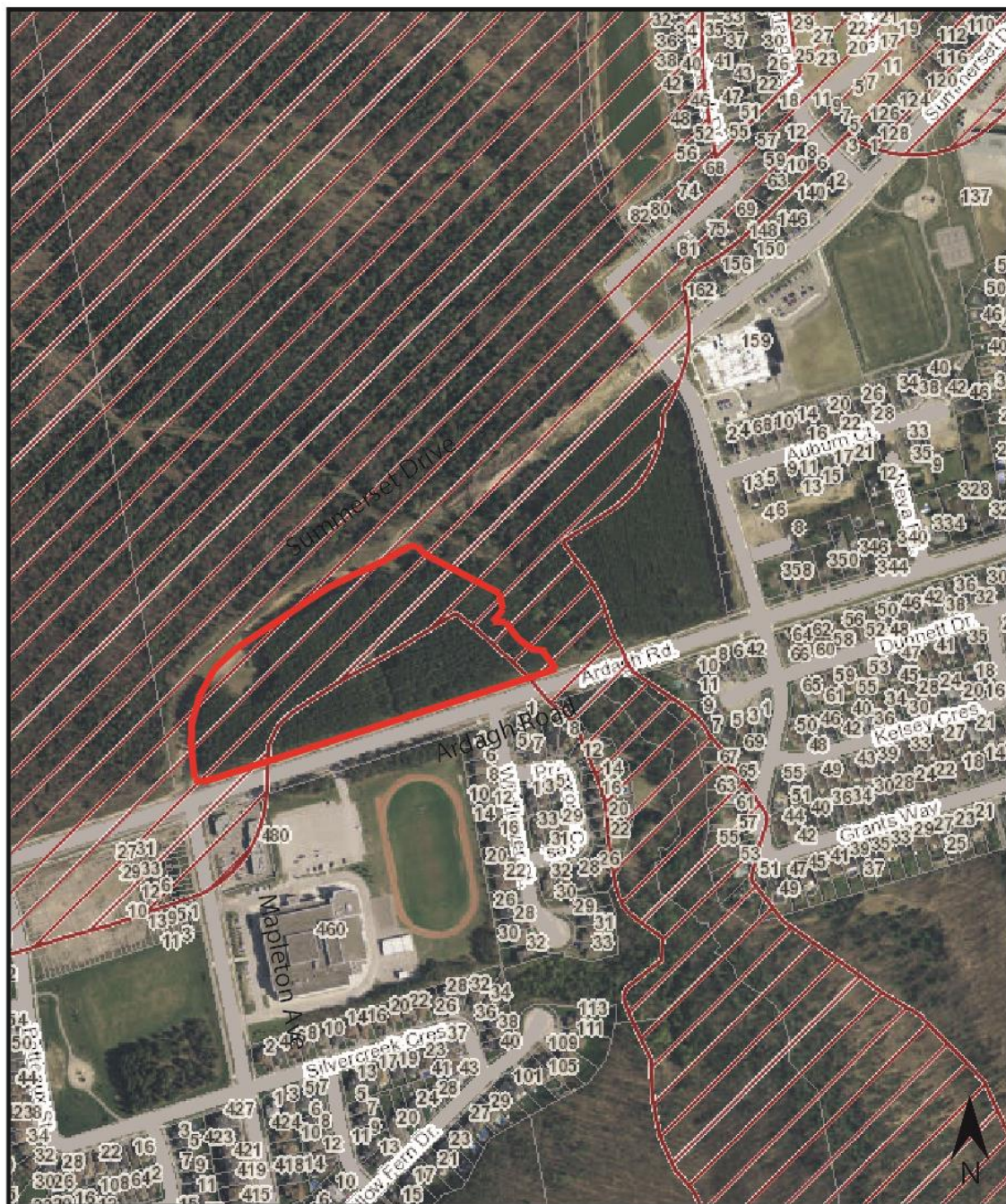












 Subject Property

 NVCA Regulated Area

Figure 6.

### NVCA REGULATED EXTENT

Source: NVCA Interactive Mapping

Drawn By: TK

File: 17-732



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## **3.0 DESCRIPTION OF DEVELOPMENT**

### **3.1 DEVELOPMENT CONCEPT**

The proposed development is on lands which form a Block in the Bear Creek Subdivision; at the time of approval of this block, no concept plan had been developed, however the existing RM2 zoning was implemented to accommodate a higher density development and a mix of uses to the area, which is generally all low density, single detached dwellings. The proposal consists of 308 residential units in the form of 218 back-to-back townhomes and 90 apartment units, representing an overall density of sixty-nine (69) units per hectare averaged site wide. A copy of the conceptual Site Plan is provided under Appendix 1. It is intended that the lands will operate as one comprehensive site under common element condominium(s). The common element components will include sidewalks, visitor parking, common amenity areas, roads and landscape areas. The development also includes a separate stormwater management block (0.466 hectare) in the north east corner to ensure stormwater is managed in accordance with current requirements and would be dedicated to the municipality. It is anticipated that the development would be serviced with private garbage collection and private snow clearing and landscape maintenance, at the expense of future residents/condominium corporations.

A consolidated amenity area, located in the central/western portion of the site, measures 3,554m<sup>2</sup> and represents approximately 16.30m<sup>2</sup> per townhouse unit. Vehicular access to the development is provided by two entrances: one to the south on Ardagh Road, and the other to the north on Summerset Drive. This will facilitate adequate automobile flow and unfettered emergency access. Additional pedestrian connections to Summerset and Ardagh are provided in several locations and sidewalks are provided along all internal streets, as are designated crosswalks at all internal intersections, providing safe pedestrian circulation. A total of 623 parking spaces are accommodated by the concept plan, 8 of which are barrier free. The concept consists of one apartment building and varying back-to-back townhouse unit types/sizes.

The 90-unit apartment building is 6 storeys (20m) in height for half the building with a step down to 5 stories for the other half and occupies a footprint of 1,791m<sup>2</sup>. Units occupy floors one through five and half of floor six. A 608m<sup>2</sup> rooftop amenity area occupies the other half of the sixth floor, providing views of the Bear Creek Wetland and Ardagh Bluffs. 100 parking spaces are provided under the apartment building in two levels of underground parking, three of which being barrier free spaces. An additional 35 uncovered spaces are also provided at grade to the north of the building, two of which are barrier free. This equates to a total of 1.5 parking spaces per apartment unit, 5 of which are barrier free. A range of unit sizes

and types (ie bachelor to 3 bedrooms) are anticipated and will be finalized as the project evolves and advances.

The development proposal also includes three back-to-back townhome variations. 40 four-storey 'Type A' townhomes are provided with floor areas of 132m<sup>2</sup> (1,420 ft<sup>2</sup>), each with 8.3m<sup>2</sup> of individual, private rooftop amenity area. There are 20 four-storey 'Type B' townhomes with floor areas of 123m<sup>2</sup> (1,323 ft<sup>2</sup>), each with 8.6m<sup>2</sup> of individual, private rooftop amenity area. These units would feature two and a half bathrooms and two to three bedrooms. They would also be provided ground level access through the front door, with secondary access from the garage. The balance of the units include 158 three-storey 'Type C' townhomes with floor areas of 129m<sup>2</sup> (1,388 ft<sup>2</sup>), each with 11.2m<sup>2</sup> of individual, private rooftop amenity area. The Type C units would feature one and a half bathrooms and two bedrooms. Each unit would be provided ground level access through the front door, with secondary access from the garage. Each townhome unit is provided two private parking spaces in tandem (garage and driveway). A total of 52 visitor spaces, three of which are barrier free, are located throughout the site. The maximum height for any three-storey townhome will be 12.75m and 15m for any four-storey townhome, which will also facilitate the rooftop amenity areas.

The proposed development offers a range of housing types for a variety of incomes and lifestyles. It is anticipated that price points for the condominium apartment units will start in the high \$300,000s, with the back-to-back condominium townhomes ranging from the low to high \$500,000s, contributing to housing affordability in the area which generally consists of single detached dwellings with price points of ~ \$800,000.

Preliminary snow storage areas have been identified and strategically placed throughout the site for ease of access. A photometric plan was identified by planning staff as being required at site plan stage and the applicant commits to retaining a consultant to coordinate hydro and design site lighting in conformity with the City's urban design guidelines. Ultimate configuration and programming of the centralized amenity area will also be confirmed through the site plan process.

The proposed application has been submitted in a manner that proposes two separate zoning categories based on built form – one zone for the apartment (RA1-2 SP) and one zone for the townhouse units (RM2-SP). It is the intent that the site will function as one comprehensive development under condominium ownership, however it is anticipated that the ultimate development and ownership of the built forms may be separate. As such, and to avoid split zoning of the lot, a part lot control application to create a new lot is anticipated should



the ZBA be approved; the ZBA application has been submitted in a manner that accommodates the creation of one new lot. Further, a blanket easement will be provided through the site at time of site plan control to ensure the lands function as one comprehensive development, allowing for exclusive use of all common elements by all residents. It is anticipated that this easement will extend to all internal streets on the site, however its exact placements will also be addressed through site plan control. For the purpose of the zoning analysis, the development is treated as two separate lots. For the purpose of the urban design and policy review, the development is described as functioning as one. Please also refer to the Urban Design Report and complete Architectural Package submitted under separate cover.

### **3.2 ZONING BY-LAW AMENDMENT APPLICATION**

The subject lands are currently zoned 'Residential Multiple Dwelling Second Density' (RM2). In order to accommodate the development of the site as per the conceptual site plan, a Zoning By-law Amendment application is necessary to rezone the lands Residential Multiple Dwelling Second Density Exception (RM2-SP\_\_) and Residential Apartment Dwelling First Density Exception (RA1-2-SP\_\_). The proposed ZBA aims to introduce site-specific Special Provisions and amend Schedule A of the City of Barrie Zoning By-law. A copy of the draft Zoning by-law and Schedule A can be reviewed under Appendix 2. The special provisions requested are highlighted in yellow in Tables 1 and 2 below, reflecting the two zones. It is important to note that while individually the zoning provisions may seem abundant, they are generally a result of the objective of creating two separate blocks. The site will function as one development in an appropriate manner, Table 3 provides site wide average statistics for reference.

**Table 1. RM2 with Special Provisions**

ZONING TABLE - RM2 - SP		
Provision	Required	Block 2 (Back-to-Back TH)
Lot Area (min.)	720.0m <sup>2</sup>	40,696.0m <sup>2</sup>
Lot Frontage (min.)	21.0m	288.2m (Ardagh Rd.)
Front Yard (min.)	7.0m	3.8m
Int. Side Yard (min.)	1.8m	1.6m
Ext. Side Yard (min.)	3.0m	5.0m (Summerset Dr.)
Rear Yard (min.)	7.0m	N.A.
Landscaped Open Space (min.)	35%	43%
Dwelling Unit Floor Area (min.)	35.0m <sup>2</sup> / unit + 10.0m <sup>2</sup> / bedroom	> 35.0m <sup>2</sup> / unit + 10.0m <sup>2</sup> / bedroom
Lot Coverage (max.)	35%	33%
Gross Floor Area (max.)	60%	70%
Height of Main Bldg. (max.)	10.0m	15.0m
Amenity Area (min.)	2,616.0m <sup>2</sup> (consolidated)	3,554.0m <sup>2</sup> (consolidated) + min. 8.3m <sup>2</sup> rooftop amenity / unit
Required Parking	327 spaces incl. 5 Type 'A' and 6 Type 'B' B.F. spaces (1.5 space / unit)	218 / unit + 52 Visitor incl. 1 Type 'A' and 2 Type 'B' (1.23 spaces / unit) + 218 garage spaces
Permitted Uses	Section 5.2.1 Table 5.2	Back-to-Back T.H.
Density	53 units / ha	55 units / ha

**Table 2. RA1-2 with Special Provisions**

ZONING TABLE - RA1-2		
Provision	Required	Block 1 (Apartment Bldg.)
Lot Area (min.)	1,100.0m <sup>2</sup>	4,236.0m <sup>2</sup>
Lot Frontage (min.)	24.0m	73.5m (Summerset Dr.)
Front Yard (min.)	7.0m	6.8m
Int. Side Yard (min.)	5.0m	8.6m
Ext. Side Yard (min.)	3.0m	3.5m (Ardagh Rd.)
Rear Yard (min.)	7.0m	1.6m
Landscaped Open Space (min.)	35%	21%
Dwelling Unit Floor Area (min.)	35.0m <sup>2</sup> / unit + 10.0m <sup>2</sup> / bedroom	> 35.0m <sup>2</sup> / unit + 10.0m <sup>2</sup> / bedroom
Lot Coverage (max.)	35%	42%
Gross Floor Area (max.)	100%	230%
Height of Main Bldg. (max.)	15.0m	20.0m
Required Parking	135 spaces incl. 2 Type 'A' and 3 Type 'B' B.F. spaces (1.5 space / unit)	135 spaces incl 2 Type 'A' and 3 Type 'B' B.F. spaces

**Table 3. Site-wide Average Statistics Across Both Zones**

<b>PROVISION</b>	<b>RM2 REQUIRED</b>	<b>RA1 REQUIRED</b>	<b>PROVIDED</b>
Landscape Open Space (min)	35%	35%	43%
Lot Coverage (max)	35%	35%	29%
Gross Floor Area (max)	60%	100%	93%
Amenity Area (min)	2,616.0m <sup>2</sup>	N/A	4,162.7m <sup>2</sup> (unconsolidated)
Required Parking (min)	327 spaces	135 spaces	623 spaces (including garages)
Density (max)	53 units / ha	N/A	69 units / ha

### **3.3 RATIONALE FOR PROPOSED SPECIAL PROVISIONS**

This section provides planning rationale for the requested special provisions, noting the lands are currently zoned as RM2 which generally permits the form of development proposed. The proposed application and associated concept plan intend to ensure development conforms to more recent Provincial Planning policies which supports and encourages more efficient use of lands, compact development and general intensification, specifically in settlement areas such as the City of Barrie and in appropriate locations. The City's zoning bylaw, implemented in 2009 does not, and could not have accounted for the direction of evolving Provincial Planning documents. Regardless, the proposed application is required demonstrate conformity/consistency with all applicable planning policy.

#### **3.3.1 RM2-SP\_\_ Zone (Back-to-Back Townhomes)**

##### **Permit Reduced Front Yard Setback**

This application seeks to permit a reduced front yard setback, measured from Ardagh Road, of 3.8m whereas the RM2 zone requires 7m. The proposed townhomes are sited to face the street, frame the site, and are provided with vehicular access reserved to the rear of the units. A front yard of 3.8m leaves ample space to provide pedestrian connections to the municipal sidewalk and appropriate landscaping features, as demonstrated by the architectural renderings. The proposed built form and reduced front yard represent good urban design and apply the latest planning principles to activate the streetscape and

provide a compact and efficient built form. For the above reasons, a reduced front yard setback should be considered minor, reasonable, and appropriate.

### **Permit Reduced Interior Side Yard Setback**

This application proposes a reduced interior side yard setback of 1.6m whereas the RM2 zoned requires 1.8m. The minimum side yard in this case only applies to, and is measured from, the west side of the townhome block to the proposed lot line separating it from the apartment building. In practice, the entire site is intended to develop and function as one and this interior lot line, thus setback will be indistinguishable. A special provision is only required based on this and would not otherwise be required if the site were developed as one parcel. It is also noted that the total setback between apartment and townhouse unit equates to 3.2m. A reduction in the interior side yard of 0.2m (0.65 feet) is considered minor and reasonable and will be unfelt by residents or passers-by on the street.

### **Permit Increased Gross Floor Area**

Maximum Gross Floor Area (GFA) provisions help to ensure neighbourhood character is maintained by limiting the amount of interior floor space relative to the size of the lot. This application seeks to increase Maximum GFA for the townhomes to 70% whereas 60% is permitted. The scale and density of development proposed, with a GFA of 70%, will not generate negative visual impacts on existing development in the area as the site is buffered on all sides by major roads and extensive EP areas. The back-to-back nature of the townhomes inherently result in a more compact development form. The proposed increase in GFA is related to the objective of providing more compact and efficient use of the land, and increased density of the lands. Combined with the Apartment Block, the site wide GFA equates to 93%, which again is related to the objective of providing more compact and efficient development, representative of the range of unit types being proposed. The GFA proposed also reflects the back-to-back nature of the townhomes which are provided both rooftop and consolidated amenity areas rather than individual backyards. This increase should be considered minor and reasonable as the conceptual site plan and architectural package demonstrate the units are reasonably sized, the buildings are of appropriate scale, and the site can function effectively.

### **Permit Increased Height**

This application seeks to permit back-to-back townhomes with a maximum height of 12.75m for three-storey units and 15m for four storey units, whereas 10m is permitted for townhouses within the RM2 zone. It should be noted that walk up



apartments in the RM2 zone are already permitted a maximum height of 20m, in excess of what is proposed. The four-storey townhouse units are reserved to the interior of the site to minimize any visual impacts on adjacent lands. Three storey units line Ardagh Road and Summerset Drive and provide height transitions from these ROWs to the four-storey units, which are stepped back on the upper floors to maximize daylighting. All townhome blocks feature an enclosed rooftop access area, representing the highest points on the units, however this area is recessed to accommodate rooftop amenity and will not be fully visible from street level. Four storey townhome blocks are generally considered compatible with three storey versions of the same type, and all townhouse blocks are buffered from existing development in the area by major roads and EP lands. In fact, townhomes up to 15m in height would provide complementary residential form to the apartment building, in contrast to any lower rise residential uses. Increased height provisions allow neighbourhoods to grow "up" rather than out and is considered more sustainable as it reduces land consumption. The proposed maximum heights for townhomes of 12.75 and 15m will not generate negative shadowing or privacy impacts, represent compact, efficient development and are therefore considered appropriate and justified.

#### **Permit A Reduced Parking Ratio**

This application seeks to permit a reduced parking ratio of 1.23 surface parking spaces per townhouse unit (1 driveway space per unit plus 52 visitor spaces) whereas the by-law requires 1.5 spaces per unit. It is understood that the City of Barrie does not expressly permit tandem parking for the units and for that reason, the garage spaces provided for each unit are not included in the above stated parking ratio. It should be emphasised that each townhome is provided a second garage space which would provide each unit with up to two private parking spaces. Including the garage spaces, the parking ratio would equate to 2.23 spaces per unit. Having one garage space and one driveway space for each townhouse unit – and even for some single detached dwellings within the City - is common practice in municipalities throughout Ontario, recognizing that those two spaces are shared by members of the same household. By applying a ratio of 1.23 spaces per unit, staff are able to ensure each unit has a minimum one parking space, along with .23 visitor spaces per unit. It is important to note that given the nature of the proposal and built form, future residents will have a reduced or minimal need to store lawnmowers, garden equipment, snowblowers, outdoor furniture etc within their garages, freeing up space to park vehicles as intended. For this reason, a reduced parking ratio of 1.23 spaces per unit as defined by the by-law, is reasonable and appropriate.

### **Permit Reduced Barrier Free Parking Spaces**

This application seeks to reduce the number of required barrier-free parking spaces for the townhomes from 11 spaces to 3 spaces (from 5 type A and 6 Type B to 1 Type A and 2 Type B). The 11 required BF parking spaces is a result of the total number of parking spaces required on site as they relate to the townhouse units and guest parking areas (327 minimum required spaces). There are 52 visitor parking spaces which based on Section 4.6.4 of the Zoning bylaw, 3 BF spaces (1 Type A and 2 Type B) spaces are required and provided by the concept plan. This reduction is being requested as each townhouse unit is provided private garage and driveway parking spaces. Private individual driveways can be considered accessible given they are not obstructed by adjacent vehicles and located directly adjacent to each unit rather than in designated visitor parking areas. For the reasons outlined above, a reduction in the number for barrier-free parking spaces is appropriate in this circumstance.

### **Permit Back-to-Back Townhomes**

This application seeks to permit back-to-back townhomes within the RM2 zone whereas they are not currently permitted. The purpose of the RM2 zone is to provide higher density, compact, efficient, and affordable residential housing types including block, cluster, street and stacked townhomes and apartment units. Permitting an additional townhouse type of back-to-back units, with shared back walls, supports the goal of providing compact, energy efficient and affordable housing types. Each unit is provided two private parking spaces, consolidated amenity and open space areas, individual rooftop amenity, and ample natural light through window placement. For these reasons back-to-back townhomes should be considered an appropriate built form within the RM2 Zone.

### **Permit Increased Density**

This application seeks to increase the maximum density to 55 units per hectare for the townhomes whereas a range of 40 - 53 units per hectare is permitted in the RM2 zone. This increase in density supports the City's average greenfield density target and supports compact, efficient, transit supportive and affordable development. The units per hectare calculation is influenced by the number of townhomes in relation to site size, and as the conceptual site plan and architectural package demonstrate, the density proposed will not result in functionality issues nor would it detract from the use and enjoyment by residents. The plan has demonstrated that the proposed development is attractive in form and can be successfully integrated into the surrounding area. No dwellings exist immediately adjacent to the site and therefore no land use conflicts would occur. The site wide average density is 69 units per hectare, a result of the proposed built

forms (back-to-back townhomes and apartments) which are generally more compact and should not be considered unreasonable.

As per 4.2.2.6(d) of the Official Plan "*development applications that propose residential intensification outside of the Intensification Areas will be considered on their merits provided the proponent demonstrates the following to the satisfaction of the City*". Though a detailed analysis of municipal policy is provided under subsection 4.4 of this document, general consistency with this policy as follows: the density and character of the development is considered compatible with the surrounding lands and appropriate given the diversity of uses along Ardagh Rd - Low-Medium Density Residential, Commercial and Institutional; municipal services and infrastructure are sufficient to support the proposed development; the concept will be developed to a high-quality urban and architectural form; and the development will not detract from the City's ability to provide services to existing residents or additional residential density throughout the City, including intensification areas.

Density is often a result of site functionality; along with the proposed increased density, the concept plan maintains the ability to provide the necessary functional elements including suitable setbacks to adjacent lands, amenity spaces, and the necessary vehicular and pedestrian circulation.

Further, it is important to note that the RM2 density permissions were implemented prior to recent Provincial Policy which encourages higher density developments and a greater emphasis on intensification through redevelopment. The City of Barrie is facing challenges meeting provincial growth targets and as such changes through Municipal policies to assist in meeting targets. Potential changes to the City's Zoning Bylaw would be intended to ensure consistency and conformity with Provincial targets. Until such time, the proposed zoning by-law amendment and associated development aligns with the City's Official Plan and Provincial policy and as such, the proposed increased density is considered minor, appropriate and justified.

### **3.3.2 RA1-SP\_\_ Zone (Apartment Building)**

#### **Permit Reduced Front Yard Setback**

This application proposes a reduced front yard setback of 6.8m on Summerset Drive whereas 7m is required in the RA1-2 zone. A 0.2m (0.65 feet) deficiency is minor and will not negatively impact residents or on the public realm (vehicles/pedestrians). The proposed built form and front yard setback support good urban design and will assist in framing the intersection, while providing

suitable space to provide appropriate landscape features. For the above reasons, a reduced front yard setback should be considered minor, reasonable, and appropriate.

### **Permit Reduced Rear Yard Setback**

This application seeks to permit a reduced rear yard setback of 1.6m whereas the RA1-2 zone requires 7m. While this may appear to be a substantial deficiency, it is important to note this setback is measured to an internal side yard (to the east of the proposed apartment building), adjacent to a townhouse block and would not otherwise be required if the lands were developed as one lot. Minimum rear yard setbacks are typically applied to ensure residents have adequate outdoor space and distance between buildings which is not applicable in this instance. Given the fact that the site is intended to function as one development and the overall setback between the proposed apartment and townhouse is 3.2m, this setback is considered appropriate. Further, the units will be oriented so they are not facing each other to ensure impacts are minimal. For the above reasons, the reduced rear yard should be considered reasonable and appropriate.

### **Permit Reduced Landscaped Open Space**

This application proposes a reduction of the landscaped open space to 21% whereas 35% is required in the RA1-2 zone. Landscaped open space provides visual interest, buffering from adjacent land uses and an overall sense of breathing room for residents. The apartment building is positioned with frontage on two primary roads, being Summerset Drive and Ardagh Road. The building meets the required setback distance to Ardagh Road and is 0.2m deficient from Summerset Drive. Outdoor parking is provided to the north of the building and all of these factors contribute to a reduced landscaped open space total. The building is buffered from adjacent uses on the west and south sides by roads and on the north side by parking. Despite the overall deficiency, room exists on those three sides to provide suitable landscaping features and adequate snow storage areas. Furthermore, this provision is only applied to the apartment block whereas the site will function as one development and provides an overall landscape open space coverage of 43%. A significant amount of open space and landscape areas exist elsewhere on the subject lands, most notably the large, consolidated amenity area. For these reasons, the reduction is justified.

### **Permit Increased Lot Coverage**

This application proposes a maximum lot coverage of 42% whereas 35% is permitted in the RA1-2 zone. Maximum lot coverage provisions limit the footprint

of the building relative to the size of the lot in part to minimize visual impacts to adjacent properties and ensure site functionality. Like the landscape provision proposed, the 42% lot coverage is measured only on the apartment block. In consideration of the fact that the site will function as one development, the overall lot coverage (including townhouses and apartment blocks) equates to 29%, well under the maximum 35% site wide. Notwithstanding this, the building is buffered on the west and south sides by major roads and by a parking area on the north side. As demonstrated by the conceptual site plan and 3D renderings, the site will function efficiently, will not generate negative visual impacts and will not compromise use and enjoyment by residents of the apartment building or the adjacent townhome blocks. For these reasons, the proposed lot coverage for the apartment block is considered appropriate.

### **Permit Increased Gross Floor Area**

This application seeks to increase the maximum GFA of the apartment building to 230% whereas 100% is permitted in the RA1-2 zone. It is noted again that the maximum GFA is only measured over the apartment block, not over the entire lands which equates to 93% site wide. Maximum GFA provisions help to ensure neighbourhood character is maintained by limiting the scale and massing of buildings. The scale and density of development proposed, with a site wide GFA of 93% and 230% specifically on the apartment block, will not generate negative visual impacts on existing development in the area as the site is well buffered. The increased GFA allows for a more compact and efficient use of land, resources and infrastructure while providing a significant number of new residential units to the City's housing stock and diversifying that housing stock. These are all stated goals and objectives in the City of Barrie's planning and urban design documents and Provincial land use planning documents for managing growth. This increase should be considered reasonable as the conceptual site plan and architectural package demonstrate the units are reasonably sized, the building is of appropriate scale, and the site can function effectively. Further, this provision is generally a result of the built forms proposed, including unit sizes.

### **Permit Increased Height**

This application seeks to permit a maximum height of 20m for the apartment building whereas a maximum building height in the RA1-2 zone is 15m. It is noted that under current RM2 zoning, a maximum height of 20m is permitted for a walk-up apartment building; further the building approaches 20m (6 storeys) in height on the western side as the eastern half is stepped down from 6 stories to 5 stories (~17m) to accommodate rooftop amenity. The six-storey portion is located and oriented at the southwest corner of the site at Ardagh and Mapleton, with the objective of framing the streetscape and giving presence to the intersection, in



accordance with principles of urban design. Height and building restrictions are typically established to maintain compatibility and minimize shadowing and privacy impacts between land uses. With a ROW width of 30m, Ardagh Road provides a considerable buffer between the proposed apartment building and existing residential development at the south west corner of the intersection, as does the EP block on the west side of Summerset Drive. The subject lands are relatively isolated from adjacent residential development and the south west corner of the site represents an ideal location for the proposed apartment building as it would be located approximately 50m away from the nearest existing residential use. This modest 5m increase in permitted height will facilitate a more efficient use of the lands without negative impacts on privacy or shadowing of adjacent properties and is considered reasonable and appropriate.

### **3.4 TECHNICAL REPORTS**

Based on the pre-consultation meeting with the City of Barrie on November 20, 2017, the following reports have been deemed necessary and are provided under separate cover in support of the rezoning application:

1. Urban Design Report, prepared by Innovative Planning Solutions;
2. Conceptual Architectural Renderings, prepared by Justin Sherry Design Studio;
3. Functional Servicing Report, prepared by Pinestone Engineering;
4. Traffic Impact Study, prepared by JD Northcote;
5. Tree Inventory, Assessment & Preservation Plan, prepared by Landmark Environmental.

### **3.5 NEIGHBOURHOOD MEETING**

A neighbourhood meeting was held at the Holly Community Centre on January 22, 2020 with approximately 50 members of the public in attendance as well as Ward 6 Councillor Natalie Harris. A majority of those in attendance appeared to be residents of Trillium Ridge, the subdivision south of the subject site, across Ardagh Road. Main concerns related to the proposed development involved: the built form, urban design and density; health and safety; site servicing; amenities and accessibility; and lastly, the target demographic for the proposed residential development.

Comments included concern that a 6-storey apartment building is not appropriate for the area, and that the townhomes were too small, along with comments regarding urban design (ie too close to ROW). Comments included a preference that no entrance to/from Ardagh should be provided and there would

be too many cars and questioned if a new signal would be installed on Ardagh at the site entrance. Questions also included concerns about internal traffic and pedestrian safety measures, including ability for emergency vehicles, waste collection vehicles and snowplows. Members of the public also shared accessibility concerns, specifically for older residents and the multi-storey townhomes. Environmental concerns included the developments impact on the existing trees on the property, as well as the potential impact on the adjacent creek, watershed and any animal habitat existing on the property. Noise and air quality related to private vehicles were also noted concerns. Attendees requested additional information regarding servicing (sewage, stormwater, storage of snow, landscaping and garbage collection).

Some attendees wanted to see a mix of uses with commercial units integrated into site design, noting that not all residents will be able to drive. Some felt that there was not enough open space provided in the development. Some believed that two parking spaces per townhouse unit is not enough and wanted to know why a reduction in the required number of barrier-free spaces was being requested.

Attendees also wanted to know where additional children would go to school as it was believed schools in the area were at capacity. Attendees were concerned about the number of new residents and the introduction of what they consider low-income residents, citing safety concerns, specifically related to theft and vandalism of their properties.

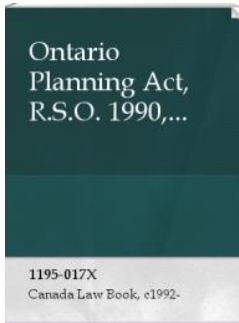
These comments and concerns have been considered through the preparation of this report, in review of planning policy and during the preparation of the architectural design package. The following sections of this report, in addition to the Urban Design Report, are intended to address these concerns either directly or indirectly. Further, a number of technical reports as listed in Section 3.4 have been completed since the neighbourhood meeting and have been submitted in support of the proposed application and are available for review. These reports provide information in response to various concerns raised including traffic, urban design, servicing and tree inventory.

## **4.0 PLANNING POLICY AND ANALYSIS**

Section 4.0 will outline the planning and development policy documents which guide the proposed application. Each subsection will outline the applicable policies and contain planning rationale on conformity and development principles. It is noted that the following review has been provided in context of the proposed application, understanding that the lands are currently zoned as RM2

which is intended to accommodate higher density development and associated built forms. The proposed application is intended to facilitate a more efficient and compact use of the lands in accordance with Provincial and Municipal Planning Policy. For the purpose of this policy review, the development will be described as functioning as one lot.

## 4.1 PLANNING ACT

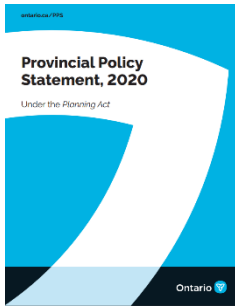


The Planning Act (The Act) is provincial legislation that describes how land uses are controlled, and by whom. The Act promotes sustainable development while balancing factors such as economic development, preservation of the natural environment and the creation of healthy communities, within a provincial policy framework focused on provincial interests and fairness. Section 2 of the Act specifies that all parties partaking in land use planning activities under the Act shall have regard to matters of provincial interest. These interests include:

- the protection of natural areas and features;
- protection of agricultural lands;
- the orderly development of communities;
- the full range of housing;
- the appropriate location of growth and development;
- the promotion of a built form that is well-designed; and
- the adequate provision and efficient use of transportation, sewage and water services.

The development proposal does not impact upon and thus helps to protect natural areas, natural features and agricultural areas by developing outside of them on recognized greenfield lands in the City of Barrie which are designated for residential uses. This application promotes the orderly development of the City of Barrie by proposing development on greenfield lands adjacent to the existing built-up area. The proposed development contributes to a full range of housing in the City by providing a wider range and selection of townhomes and apartment units, representing well-designed built forms which are increasingly seen as attractive and more affordable alternatives to traditional detached and semi-detached housing. The development also makes more efficient use of the City's existing transportation system, sewage and water services by providing transit supportive destinations on Ardagh Road, an arterial road served by transit and in a location where municipal water and sewer infrastructure is available.

## 4.2 PROVINCIAL POLICY STATEMENT (PPS)



The Provincial Policy Statement (PPS) provides policy direction on matters of Provincial interest related to land use planning and development. It sets the policy foundation for regulating the development and use of land in Ontario. The updated 2020 PPS was released by the Province and has been in effect as of May 1, 2020. The Subject lands are located in the City of Barrie, a primary settlement area. Settlement areas are the focus of growth and development. Land use patterns should reflect a range of uses and provide opportunities to accommodate redevelopment and intensification. The PPS has been reviewed relative to this application with emphasis placed on the following sections:

Section 1.1: Managing and Directing Land Use

Section 1.4: Housing

Section 1.6: Infrastructure and public Service Facilities

Section 1.7: Long-term Economic Prosperity

The province identifies a number of factors which contribute to the creation of healthy, livable and safe communities. These factors are outlined in Section 1.1.1 and include: promoting efficient development and land use patterns which sustain the Province's financial wellbeing; accommodating an appropriate range of affordable and market-based housing types; the provision of parks and open spaces; avoiding development which may cause environmental or public health concerns or prevent the efficient expansion of settlement areas; integrating planning for land use, growth management, transit, intensification and infrastructure to achieve cost effective development patterns and minimizing land consumption; improving accessibility; ensuring the necessary infrastructure and public service facilities are provided; promoting conservation and biodiversity and preparing for the impacts of a changing climate.

- The proposed development supports both the Province and City of Barrie's financial wellbeing by providing a compact and efficient built form which optimizes the use of land, servicing infrastructure, energy and public transit and facilities. The development introduces additional housing types to the area which will diversify the City's housing stock and provide much needed market based, attainable residential units. The development is not anticipated to impact upon public health matters and avoids identified environmental features and natural areas. The adjacent EP lands and features were recently established and delineated through the recent approvals and process of establishing this Block within a Plan of Subdivision.

The development is proposed within a fully serviced area of the City of Barrie, adjacent to the existing built-up area and therefore will not prevent the efficient expansion of the City. All units will be built to Building Code and other applicable standards to ensure accessibility requirements are met. The compact nature of the development encourages transit use and active transportation, reduces energy consumption and GHG emissions.

Per Section 1.1.3.1, settlement areas must be the focus for growth and development. Additionally, Section 1.1.3.2 requires that land use patterns be based on densities and a mix of land uses which: effectively use land and resources; efficiently use the infrastructure and public service facilities planned or available; minimize impacts to air quality and climate change and promote energy efficiency; and support active transportation and public transit use.

- The lands are fully located within the urban settlement area of the City of Barrie. The densities and mix of built forms proposed will efficiently utilize land, available municipal water and wastewater infrastructure. The development is transit supportive, promotes energy efficiency and active transportation and may reduce reliance on the car which is a contributor to GHG emissions. Future residents would have access to active transportation infrastructure including bike lanes and sidewalk networks in addition to convenient public transit.

Section 1.1.3.3 requires that planning authorities identify appropriate locations and opportunities for transit-supportive development, accommodating a significant supply and range of housing options. As directed by Section 1.1.3.6, new development in designated growth areas should occur adjacent to the existing built-up area and have a compact form, mix of uses and densities.

- The proposed development, averaging 69 units per hectare measured site-wide, represents a transit supportive density and contributes to the diverse range of housing options in the area in an appropriate compact form; the development also contributes to the range of densities in the area. The site is located adjacent to the existing built-up area and is designated for residential greenfield development. Furthermore, the site is considered appropriate for this development given its locational criteria which is relatively isolated from existing residential uses.

Section 1.4 contains the Province's housing policies. Per Section 1.4.1, planning authorities must provide a range and mix of housing options and densities to meet protected needs of current and future residents of the regional market. Additionally, municipalities must always maintain land with servicing capacity to provide at least a three-year supply of residential units through suitable zoned lands.

- A range of housing options including medium density townhomes and higher density apartments are proposed adjacent to the existing built-up area at a density that is transit supportive. The proposed special provisions to the zoning would maximize development potential on the lands and therefore also maximize the City's capacity to meet housing demands and accommodate forecasted growth in a manner that is appropriate for the area.

Per Section 1.4.3, development should be directed to locations where appropriate levels of services and infrastructure are available or planned to be available. Densities which promote efficient use of land, resources and infrastructure and support public transit and active transportation are also promoted. Establishing development standards to support new residential development is encouraged where it takes a compact form and minimizes the cost of housing.

- Full municipal water and sewer servicing is available to serve the site. The proposed development takes a compact form which efficiently uses land and infrastructure and supports public transit and active transportation. A total of 308 units are proposed in the form of apartments and back-to-back townhomes, which would significantly increase the supply of housing for moderate income individuals and households.

Full municipal water and sewage services are the preferred form of servicing for settlement areas. Section 1.6.6.1 promotes growth which efficiently uses and optimizes these services to ensure the financial viability of their long-term operation, and the protection of the environment and the water resources which the services depend on.

- Full municipal water and sewage services will serve the development and its compact nature means it will efficiently use those services. This promotes sustainability and supports the financial position of the City.

Section 1.6.6.7 provides policies for stormwater management. Stormwater planning must: be integrated with water and sewage service planning to ensure financial viability; minimize or prevent increases of contaminant loads, erosion and changes in water balance; prepare for a changing climate with measures such as green infrastructure and vegetative and permeable surfaces; mitigate risks to human health and safety, property and the environment; and promote stormwater attenuation, re-use and low impact development (LID).

- A stormwater management plan has been prepared by Pinestone Engineering and is submitted under separate cover. The plan demonstrates that the proposed development can effectively control stormwater quantity and quality, ensuring it is capable of withstanding the 100-year

storm and controlling for erosion and contaminants using a treatment train approach.

Section 1.6.7 provides policies related to transportation systems. Transportation systems should: provide the efficient movement of people and goods; be multimodal, connecting several different modes; and be supported by land use patterns and densities which minimize the number and length of vehicular trips.

- The proposed development is transit supportive and residents could make use of existing public transit with convenient access. The site is accessible to the urban growth centre and Allandale GO station which provides intercity transportation connections to the GTA and beyond. All daily amenities, including commercial, institutional, open space and employment opportunities are accessible from the site by walking, biking or a short bus or car trip.

Section 1.7 provides policies to achieve long-term economic prosperity. They include encouraging residential uses to respond to dynamic market-based needs; optimizing the long-term availability and use of land, resources, infrastructure and public service facilities; promoting well-designed built form and redevelopment; providing an integrated and cost-effective multi-modal transportation system; protecting agricultural and natural resources; and promoting energy conservation.

- The development proposal represents new housing in the City in response to the dynamic nature of the housing market. As housing costs continue to rise, smaller units in more compact developments are increasingly becoming more attractive alternatives to the traditional detached house as developable land becomes scarcer. The development is cost-effective and energy efficient, will be fully integrated within its surroundings and avoids natural features and agricultural areas.

Based on the review, it is determined that the proposed application and associated development is consistent with the PPS.

### **4.3 GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE**



The Growth Plan has been approved under the Places to Grow Act and builds on the PPS together with other Provincial Plans to inform decision-making regarding growth management. It provides a framework for implementing Ontario's vision for building strong, prosperous communities, establishing a long-term vision for where and how the region grows. The City of Barrie, in its



entirety, is recognized as a Primary Settlement Area within the Plan. The Growth Plan has been reviewed relative to this application with emphasis placed on the following sections:

Section 1.2.1: Guiding Principles

Section 2.2.1: Managing Growth

Section 2.2.6: Housing

Section 2.2.7: Designated Greenfield Areas

Section 3.2.2: Transportation – General

Section 3.2.3: Moving People

Section 3.2.6: Water and Wastewater Systems

Section 3.2.7: Stormwater Management

Section 6: Simcoe Sub-area

Schedule 3: Population and Employment Allocation

The Growth Plan's guiding principles are found in Section 1.2.1. They include: the achievement of complete communities designed to support active living; prioritizing intensification and higher densities to make efficient use of land and infrastructure and support transit viability; supporting a range and mix of housing options to serve all household sizes, incomes and ages; protecting built and natural heritage and agricultural areas; and reducing GHG emissions and mitigating impacts of climate change.

- The development concept supports the achievement of a complete community by proposing higher densities that support active living and transit use, reduce GHG emissions and energy consumption, and better use land and infrastructure. The site is also in proximity to a number of commercial uses which will benefit, and be benefited by, the new residents. The development contributes to the range of housing types in the area to accommodate a wider variety of household sizes, life stages, incomes and lifestyles.

Section 2.2.1 provides policies for managing growth. Section 2.2.1.2 directs the vast majority of growth to settlement areas with delineated built boundaries and existing or planned municipal water and wastewater. Per Section 2.2.1.4, applying the policies of the Growth Plan will support the achievement of complete communities that: provide a diverse range and mix of housing options; expand access to transportation a range of transportation options; and provide a more compact built form. Within settlement areas, growth will be focused in delineated built-up areas; strategic growth areas; and areas with existing or planned transit and public service facilities.

- The lands are greenfield, positioned within a fully serviced area of the City of Barrie and adjacent to the existing built-up area. The lands are designated for residential uses and full municipal water and sewer infrastructure is available to service the development, as are existing transit services. This property is identified as an ideal location to accommodate new residential growth. Satisfying the objectives of Section 2.2.1.4, the development is compact in nature, provides a diverse mix of housing options and facilities access to a range of transportation modes including walking, cycling, bus and automobile trips.

Section 2.2.6 contains the Plan's housing policies. Section 2.2.6.1 requires the municipalities provide a diverse range and mix of housing options and densities to meet projected needs of residents now and in the future. Additionally, municipalities are required under Section 2.2.6.2 to support the achievement of complete communities by: accommodating forecasted growth; meeting the minimum intensification and density targets; and diversifying the overall housing stock across the municipality.

- All of the above policies are met as the development proposal include 308 new residential units in a variety of forms which do not currently exist in the immediate surrounding area and which will increase the supply and diversity of the City's housing stock, at a density above the minimum density target for greenfield development.

Section 2.2.7 provides policies for designated greenfield areas. Per Section 2.2.7.2, new greenfield development in the City of Barrie must be planned to achieve a minimum density target of 50 residents and jobs per hectare; however, the target is to be measured over the City's entire designated greenfield area.

- The proposed development, with a site-wide average density of 69 units per hectare, achieves this minimum density target while alleviating pressure on development of lands within existing neighbourhoods and which may otherwise have impacts on adjacent development.

The Plan's general transportation policies are found in Section 3.2.2. Section 3.2.2.1 requires that the planning of land use and transportation be coordinated. Further, Section 3.2.2.2 requires that transportation systems provide connectivity among transportation modes, support multi-modal travel and active transportation and reduce reliance on the car.

- The conceptual site plan has been designed to integrate with the City's existing transportation system and enhanced connectivity between modes such as automobile, bus, and active transportation. Garages, driveways and parking areas have been positioned to face away from Summerset Drive and Ardagh Road to deemphasize the car. As reported in the Traffic

Impact Study prepared by JD Engineering, the site also features sidewalks along all internal streets serving all buildings and the amenity area. The site provides direct connections to the public sidewalks bordering the site and existing and proposed bike lanes are located on Ardagh Road and Summerset Drive.

Section 3.2.3.1 makes public transit and active transportation the first priority, while Section 3.2.3.2 recognizes that higher density developments are transit supportive, contributing to its efficient operation and long-term viability.

- The proposed development supports transit use by providing transit supportive densities along a road served by municipal bus routes linking to major destinations throughout the City.

Section 3.2.6 contains policies for water and wastewater systems. Section 3.2.6.1 requires that municipalities generate enough revenue to recover the full cost of providing and maintaining municipal water and sewer services. Additionally, Section 3.2.6.2 encourages the optimization and improved efficiency within existing systems.

- Compact development in a serviced urban area makes efficient and more cost-effective use of existing municipal water and sewage systems, while introducing more residents and increasing the tax base.

Stormwater management policies are provided in Section 3.2.7. Proposals for large-scale development must be supported by a stormwater management plan which: incorporates an integrated treatment approach using LID features and green infrastructure; identifies practices to minimize soil compaction, sediment and erosion; and aims to maintain or improve water quality.

- The Stormwater Management Plan uses LID measures and a treatment train approach to control volumes while also improving water quality and protecting against erosion and sediment transfer.

Section 6 of the Plan applies to the Simcoe Sub-area, including the City of Barrie which is identified as the principal Primary Settlement Area and where significant growth is directed.

- Based on Section 6, all lands within the City of Barrie are recognized as a Primary Settlement Area in the Growth Plan, identified as an area of growth and development. Per Section 6.3, growth must be provided by applying a high standard of urban form and open spaces through site design. Urban design standards should create attractive, vibrant places which support walking, cycling and transit use. The proposed development is located within the Primary Settlement Area and conforms to these policies.

Schedule 3 of the Growth Plan indicates the City of Barrie is projected to reach a population of 298,000 by 2051.

- The City of Barrie must plan to accommodate the forecasted growth of the Growth Plan. This application proposes to amend the zoning of the subject lands to accommodate a development providing 308 new residential units to the market area. This will assist the City in accommodating anticipated population while meeting minimum density targets and reinforcing the notion that Barrie is ahead of the curve when it comes to smart, sustainable growth.

Based on a review of the Growth Plan, it has been determined that the proposed application conforms to the policies contained within.

#### 4.4 CITY OF BARRIE OFFICIAL PLAN



The subject lands are designated 'Residential' per the City of Barrie Official Plan, Schedule A. The applicable policies of the Official Plan are outlined and reviewed below, again under the context of the current zoning which permits medium density development and where the proposal seeks to make more efficient use of the lands in accordance with applicable policy.

Section 2.1: Community Context

Section 2.3: Assumptions

Section 3.1: Growth Management

Section 3.3: Housing

Section 3.5: Natural Heritage, Natural Hazards and Resources

Section 4.2: Residential

Section 5.1: Servicing

Section 5.2: Water and Wastewater

Section 5.3: Stormwater Management

Section 5.4: Transportation

Section 2.1 on Growth and Development states a significant amount of the forecasted population and employment will be accommodated on lands within the former City boundary, where the lands are located. The Official Plan, under Section 2.3 further provides the following assumptions:

- *The population, household, and employment growth forecasts for Barrie will continue to be substantially above that of the provincial average. This rate of growth reflects high density growth within the City's built-up areas and*

new Greenfield development in the limited remaining designated areas and in the Salem and Hewitt's Secondary Plan Areas.

- *There will be a growing need to provide residential densities which are higher, more cost effective, energy efficient, and more environmentally sustainable than previous development in the City." It is expected that throughout the planning period, Barrie's new housing stock will continue to include a large percentage of single detached units and a growing percentage of multiple family development at medium and high densities in order to provide a complete range of housing options for the City's residents. Intensification represents an essential component of the City's growth management strategy to minimize the infrastructure requirements of new development and to utilize existing services including transit, schools, and open space.*
- *Intensification, mixed land uses and increased density represent an opportunity to develop complete communities, as intended by the Growth Plan, and in order to ensure success, urban design will be a key consideration in all developments.*

The development is considered Greenfield and proposes a more efficient, cost effective development at a density which is higher than currently permitted; this will support the achievement of a complete range of housing options in an efficient manner, making use of existing infrastructure and services. The application and associated development will ultimately assist the City in achieving its minimum density targets in an appropriate manner and location.

Section 3.1.1 contains the City's growth management goals. They include accommodating the projected needs for residential and other land uses; directing the rate of growth to match the supply of land, municipal services and facilities in accordance with the City's intensification and density targets; and directing growth to take advantage of existing services and infrastructure.

- This application would make for more efficient use of lands already designated and zoned to accommodate residential growth at a density that supports the minimum density targets, existing services and infrastructure in a manner that minimizes impacts on adjacent development.

Section 3.1.2.3 requires new greenfield development to achieve a minimum density target of 50 residents and jobs combined per hectare. Here it is also stated that residential densities will be used to support the efficiency and viability of existing and planned transit.

- At 69 units per hectare, the proposed development is transit supportive and supports the City-wide average greenfield density target of at least 50 residents and jobs per hectare. The proposed development will also assist in alleviating pressure for additional greenfield development which may not benefit from the locational criteria of the subject lands, including being generally located away from and not immediately adjacent to any existing development. The lands are surrounded by existing or planned municipal roads and environmental protection lands.

Section 3.3 provides the City's housing policies. Under Section 3.3.1, goals include: providing an appropriate range and mix of housing types, unit sizes, densities, affordability and tenure to meet the needs of future residents; promoting building designs and densities which efficiently use land, resources, infrastructure, and public service facilities and are pedestrian and cyclist-friendly; and ensuring the development of complete communities.

- A range and mix of housing types, unit sizes and densities are proposed, including three variations of back-to-back townhomes and apartment units which will range in size and cost. These housing forms are considerably more affordable than traditional detached, semi-detached and townhouse units. They are desirable to both younger and older persons and designed as part of a development which promotes efficient use of the lands and servicing infrastructure. The compact nature of the development also makes it pedestrian and cyclist friendly. These are all aspects which contribute to the making of complete communities.

Section 3.3.2.1 encourages the maintenance of reasonable housing costs by promoting all forms of housing and directs that the Zoning By-law be amended to allow for innovative housing where it is shown to represent good land use planning principles.

- The special provisions requested through this zoning amendment would facilitate innovative housing at reasonable costs, including back-to-back townhomes and apartments in a built form which is appropriate in consideration of adjacent lands, encourages active transportation and provides various ground-oriented and rooftop amenity areas for residents' enjoyment.

Section 3.5.1 contains the City's goals as they relate to natural heritage, natural hazards and resources. They include: the protection of natural heritage features and areas, including land and water; the protection of natural vegetated areas as a contiguous unit; protecting the environmental quality of the City; encouraging the management of Barrie's watersheds to protect water quality

and stream corridors; and protecting people and property from natural hazards such as flooding and erosion.

- The applicant proposes compact and efficient development on lands designated for residential growth and avoids natural areas and features, preserving their quality and connectedness.

Section 4.2 contains the City's residential policies. Goals include encouraging the creation of complete communities; developing residential areas with densities that are transit and active transportation-supportive providing high-quality public open spaces; planning the location and design of development to enhance compatibility and minimize land use conflicts; and planning medium and high-density development which encourages mixed use and high-quality urban design.

- This proposal will introduce new residents which will utilize existing transit services and support local businesses. A mix of residential housing types at medium and high densities are provided through a high-quality built form which is has been designed with compatibility in mind. Four storey townhomes have been reserved to the interior of the development while three storey townhomes line the frontage along Ardagh Road. The apartment building has been situated at the southwest corner of the site to reinforce the intersection and directed away from existing single detached residential dwellings.

Per section 4.2.2, permitted uses in the Residential designation include all forms of housing and tenure. Section 4.2.2.3 encourages medium and high-density residential development adjacent to arterial and collector roads and near public transit, schools, parks, and commercial amenities.

- The subject lands meet all of these criteria as demonstrated through the recent rezoning of the lands to RM2. The lands are flanked by both an arterial and collector road. Ardagh Road is served by transit and a variety of commercial amenities, schools and parks are located nearby. These elements make the subject lands an optimal location for medium and high-density residential uses.

Section 4.2.2.4 provides design policies for residential development. The necessary on-site parking, open space amenity area and landscaping areas must be provided. Accessibility must also be considered, and densities must be graduated where possible.

- The development provides an appropriate amount of parking, a large, consolidated amenity area, and suitable landscape elements throughout. Accessible parking spaces have been provided in key areas and sidewalks are provided throughout, connecting the site and to the roads which

border it. Densities are graduated, with the four storey townhomes reserved to the interior of the site and the three storey units bordering the site. The lands are immediately surrounded by roads with an EP block to the east and do not directly abut any existing development.

Intensification policies for residential development are found in Section 4.2.2.6. Intensification contributes to development which is more compact and will efficiently use land and resources, optimizes existing and new infrastructure and services, supports public transit and active transportation and is energy efficient.

- The development is of a compact and energy efficient nature, optimizes the use of land and existing and future infrastructure, and promotes the use of transit and active transportation.

Per 4.2.2.6 (d), development applications which propose residential intensification outside of Intensification Areas will be considered on their merits where the following is demonstrated: the scale and character of the development is compatible with the surrounding neighbourhood; infrastructure, facilities and services are available without significantly impacting operation of those systems; public transit is available and accessible; the development will not detract from the City's ability to achieve increased densities in planned intensification areas; and high quality urban design will be incorporated.

- These criteria are met as the development applies a high standard of urban design; is compatible with the surrounding area; the development will utilize and not compromise the functionality of existing services and infrastructure; and it will not detract from the City's ability to achieve increased densities in planned intensification areas.

Goals for water and wastewater are provided in Section 5.2.1 and include the provision of environmentally sound and efficient distribution and treatment of water and sanitary sewage. Existing infrastructure should be utilized by new developments where feasible, with expansions/connection to urban services occurring in a contiguous pattern.

- Municipal water and sewer servicing infrastructure are available for connection along Ardagh Road. The compact nature of the development would make for efficient use and optimization of these services, increasing cost efficiencies for the City of Barrie. The site is identified by the City as greenfield and is adjacent to the existing built-up area, making it a logical location for the existing water and sewage systems to connect.

Per Section 5.3.1, goals as they relate to stormwater management include: the protection of watercourses and water quality; controlling flooding, sedimentation and erosion; and minimizing contaminant loads and peak flows while increasing



the extent of vegetative and pervious surfaces. Section 5.3.2.2 required the preparation of a stormwater management plan in support of major developments demonstrating conformity with the above objectives.

- Low impact development and a treatment train approach is proposed to manage water volumes and the quality of that water in accordance with the Official Plan. Please refer to the Stormwater Management Plan submitted under separate cover.

Section 5.4.1 contains the City's transportation policies. Goals include providing safe, efficient and convenient movements; the promotion of healthy communities, active living and energy efficiency; and to develop areas at densities which are transit supportive. Section 5.4.2.2 directs that development adjacent to arterial roads be designed to provide access to the site while minimizing impacts on the roadway. Such designs include shared access points, controlled directional access and the use of access points onto collector or arterial roads.

- The compact nature of the development makes it transit supportive, walkable and energy efficient. Sidewalks are provided throughout the site and connect to Ardagh Road and Summerset Drive featuring bike lanes and public sidewalks. Vehicular access is controlled through one entrance from Ardagh Road and another from Summerset Drive, minimizing impacts on those roadways while ensuring multiple accesses during emergencies. The Traffic Impact Study prepared by JD Engineering determined that site access will operate efficiently, and no intersection improvements are required.

Section 5.4.2.3 promotes the use of existing and the development of new public transit where possible to link communities in the interest fiscal responsibility, energy conservation and environmental protection. Higher density development is encouraged to locate near public transit routes and provide pedestrian connections. Pedestrian and bicycle connections are also encouraged throughout large-scale new developments.

- The applicant proposes higher density and more compact development forms which support public transit use and the economic viability of the City's bus system. Pedestrian connections are provided to the Ardagh Road public sidewalk and nearby bus stops.

For the above stated reasons, the proposed development and associated application for rezoning conforms to the general intent of the City of Barrie's Official Plan.

#### **4.4.1 AFFORDABLE HOUSING BRIEF**

The City of Barrie, like many municipalities across Ontario, is facing a housing affordability crisis, with the cost of the average housing unit out of reach of much of the population. Recognizing the continued trend of housing costs outpacing wages, the City of Barrie has put in place a number of policies and initiatives to address this issue. The proposed development offers a variety of housing types for a variety of incomes, life stages and lifestyles. It is anticipated that price points for the condominium apartment units will start in the high \$300,000s, with the back-to-back townhomes ranging from the low to high \$500,000s. These price points are considerably more affordable than the average home sale price in the City of Barrie at the time of writing this report (January 2021) and will ultimately contribute towards housing affordability within the City. Below is a review of the development proposal as it relates to and supports the City's affordable housing objectives.

##### **Official Plan Affordable Housing Policies**

Section 1.4.3 requires that planning authorities provide an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs for low- and moderate-income households. Further, this housing should be directed to areas where appropriate levels of infrastructure and public service facilities are or will be available. The subject lands and proposed development present a prime opportunity to provide greater unit supply for moderate income households where full servicing is available and all the requirements for daily living are nearby.

Section 3.3.2.2 of the Official Plan Contains the City's affordable housing policies. The following is a review of the policies applicable to this application. Part (a) makes it a goal of the plan to achieve a minimum of 10 percent of all new housing units per year to be affordable. In the case of ownership, affordable housing is defined as either housing where the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income or low- and moderate-income households; or housing where the purchase price is at least 10 percent lower than the average resale unit in the regional market area, whichever is least expensive. The diversity of residential units provided, including a range of apartment sizes and a variety of townhomes, introduces more affordable housing options for a wider range of household incomes. The unit types proposed will contribute to a type of housing that is historically the most affordable unit types within the City (apartments and back to back townhomes) as opposed to singles, semis, street towns, block/cluster. This will assist in providing much needed housing stock which has the potential to alleviate the need for defined affordable housing units. The development will contribute to the supply of residential housing which is more affordable in the City of Barrie.

Part (b) encourages medium and high-density housing which will facilitate the availability of affordable housing. The development provides medium to high density housing types which are considered to be more affordable options to get into the housing market while providing additional housing stock to make affordable units more readily available.

Part (c) encourages affordable housing to locate near shopping, community facilities, and existing or planned public transit routes, including along arterial and collector roads. The area is well served with public transit, is near schools, parks, community centres, grocery stores and many other commercial businesses.

### **City of Barrie Affordable Housing Strategy (2015)**

The City of Barrie's Affordable Housing Strategy provides a framework to encourage, stimulate and increase the supply and range of affordable housing options to meet the needs of residents at all income levels and life stages. Townhomes and condominium apartments provide a wide variety of housing choices for both older and younger individuals at various price points.

The Strategy is aligned with the County of Simcoe's 10 Year Affordable Housing Plan, which allocated the need in the City of Barrie of 840 new affordable units, of which 252 are to be subsidized by the County. To make up the difference, the City's Strategy identifies a target of a minimum of 600 new affordable housing units for rental and homeownership by 2025, priced for low and midrange income levels. The development proposal would assist the City in meeting this target by providing residential units geared to moderate income individuals and households. Increasing the supply of mid-range housing also eases pressure on areas of the market lower income households require.

The City recognizes its relatively young population, with 40 percent of its population between the age of 20-44 years of age. Not only is entry level housing important to an aging population as retirees seek to downsize, but it is also important for younger individuals wanting to get a foothold into the market for the first time or start a family. The development proposal provides a large supply of entry level market rate housing in the form of apartments and back-to-back townhomes which are more attainable and desirable for both older and younger households.

As acknowledged by the strategy, the Ontario Home Builder's Association indicated that condominiums provide an affordable housing type, and there is a continued trend from freehold to condominium tenure, demonstrating that the

condominium lifestyle is an increasingly accepted form of housing. The development proposal of 308 residential condominium units provides attractive alternatives to the traditional single detached freehold home.

## **5.0 CONCLUSION**

This application proposes a Zoning Bylaw Amendment to amend the zoning of the subject property to facilitate the development of 308 residential units in the form of 218 back-to-back townhomes and a 90-unit apartment building. The subject lands represent an ideal location to accommodate residential growth and increase the diversity of housing stock while preserving recognized environmental features. This application aims to provide for a more efficient and compact use of these greenfield lands in accordance with applicable Provincial and Municipal policy.

The site is already designated and zoned for residential purposes and is adjacent to the existing built-up area. In accordance with Provincial and Municipal planning directives, the development proposal makes use of available municipal servicing infrastructure and supports the use of transit and active transportation. The site is in proximity to schools, parks, retail and employment opportunities, all elements which contribute to the realization of a complete community. As demonstrated through this report, the special provisions requested should be considered reasonable and appropriate as they would permit the development of the site in a way which represents Barrie's vision for future growth while respecting the character of the area.

The justification for the approval of this Zoning By-law Amendment application is based on conformity with the goals and objectives of the Planning Act, Provincial Growth Plan, Provincial Policy Statement, and the City of Barrie Official Plan. It is our professional opinion that the following Zoning By-Law Amendment application represents good planning and will assist the City of Barrie in achieving sustainable development and a complete community.

Respectfully submitted,

**Innovative Planning Solutions**



Greg Barker, B.A.A.  
Associate



Tyler Kawall, B.E.S.  
Planner

**APPENDIX 1**  
*CONCEPTUAL SITE PLAN*



ZONING TABLE - RA1-2		
Provision	Required	Block 1 (Apartment Bldg.)
Lot Area (min.)	1,100.0m <sup>2</sup>	4,236.0m <sup>2</sup>
Lot Frontage (min.)	24.0m	73.5m (Summerset Dr.)
Front Yard (min.)	7.0m	6.8m
Int. Side Yard (min.)	5.0m	8.6m
Ext. Side Yard (min.)	3.0m	3.5m (Ardagh Rd.)
Rear Yard (min.)	7.0m	1.6m
Landscaped Open Space (min.)	35%	21%
Dwelling Unit Floor Area (min.)	35.0m <sup>2</sup> / unit + 10.0m <sup>2</sup> / bedroom	> 35.0m <sup>2</sup> / unit + 10.0m <sup>2</sup> / bedroom
Lot Coverage (max.)	35%	42%
Gross Floor Area (max.)	100%	230%
Height of Main Bldg. (max.)	15.0m	20.0m
Required Parking	135 spaces incl. 2 Type 'A' and 3 Type 'B' 8.F. spaces (1.5 space / unit)	135 spaces incl. 2 Type 'A' and 3 Type 'B' 8.F. spaces

ENVIRONMENTAL PROTECTION

SUMMERSET DRIVE

BACK TO BACK TOWNHOUSES (3 STOREY) 12 UNITS

BACK TO BACK TOWNHOUSES (3 STOREY) 10 UNITS

BACK TO BACK TOWNHOUSES (3 STOREY) 14 UNITS

BACK TO BACK TOWNHOUSES (3 STOREY) 14 UNITS

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AMENITY AREA

AMENITY AREA

AMENITY AREA

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APARTMENT BUILDING 90 UNITS

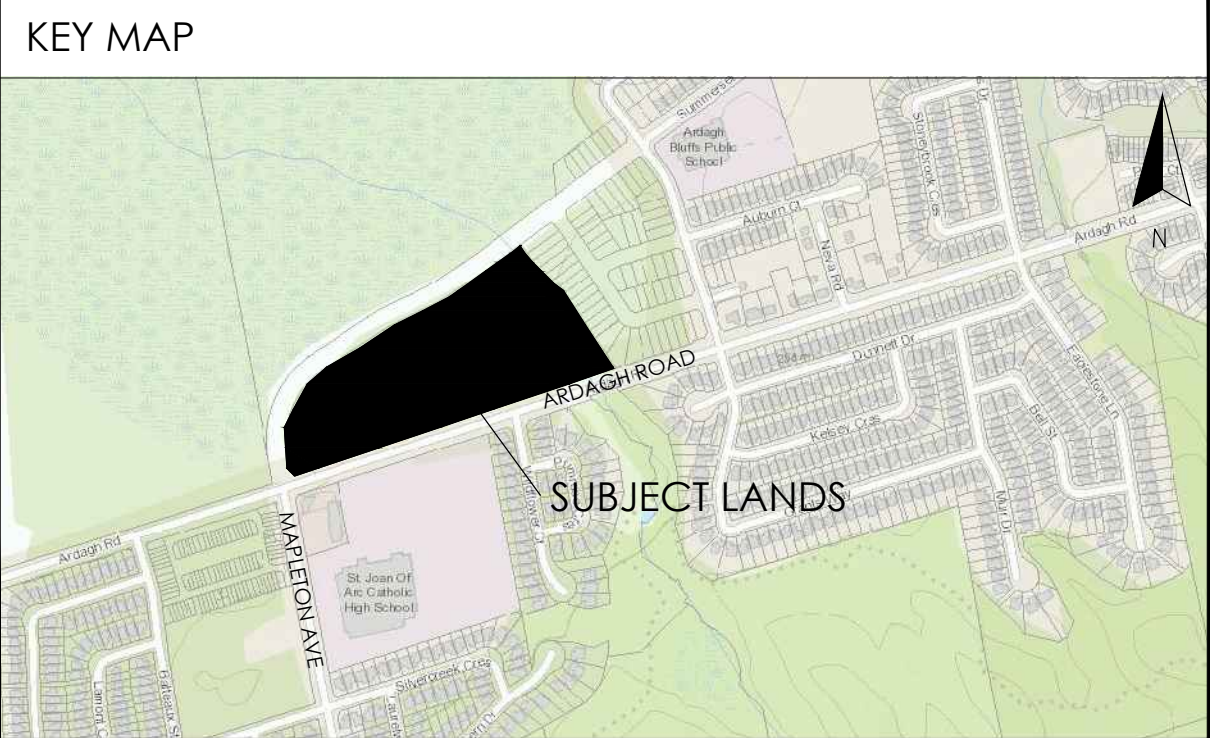
2 LEVEL UNDERGROUND PARKING (100 SPOTS w 3 BF)

ARDAGH ROAD

LANDS OWNED BY OTHERS EXISTING COMMERCIAL

LANDS OWNED BY OTHERS EXISTING SCHOOL

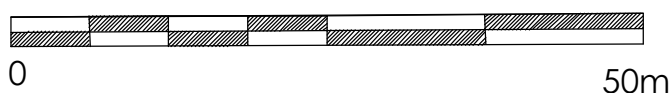
Source: City of Barrie Interactive Mapping, 2017  
Note: Information shown is approximate and subject to change.



# CONCEPTUAL SITE PLAN

PART LOT 2, CONCESSION 14

CITY OF BARRIE  
COUNTY OF SIMCOE  
2017



LEGEND	
	SUBJECT LANDS 4.49 ha (11.1 ac)
	BACK-TO-BACK TOWNHOMES - TYPE 'A' (4 STOREY) 132.6m <sup>2</sup> / 1,427.2m <sup>2</sup> GFA per unit Rooftop Amenity Area 8.3m <sup>2</sup> /per unit
	BACK-TO-BACK TOWNHOMES - TYPE 'B' (4 STOREY) 123.6m <sup>2</sup> / 1,330.4m <sup>2</sup> GFA per unit Rooftop Amenity Area 8.6m <sup>2</sup> /per unit
	BACK-TO-BACK TOWNHOMES - TYPE 'C' (3 STOREY) 129.0m <sup>2</sup> / 1,388.5m <sup>2</sup> GFA per unit Rooftop Amenity Area 11.2m <sup>2</sup> /per unit
	APARTMENT BUILDING - 6 STOREY 1,791.7m <sup>2</sup> / 19,285.7m <sup>2</sup> Building Footprint
	AMENITY AREA
	STORMWATER MANAGEMENT 0.466 ha (1.15 ac)
	SIDEWALK 0.312 ha (0.77 ac)
	WATER SERVICES
	SANITARY SERVICES
	STORM SERVICES

PARKING REQUIREMENTS

Apartment - 135 required / 135 provided (5 BF: 2 Type 'A' & 3 Type 'B')

Townhomes - 327 required / 488 provided (3 BF: 1 Type 'A' & 2 Type 'B')

ZONING TABLE - RM2 - SP		
Provision	Required	Block 2 (Back-to-Back TH)
Lot Area (min.)	720.0m <sup>2</sup>	40,696.0m <sup>2</sup>
Lot Frontage (min.)	21.0m	288.2m (Ardagh Rd.)
Front Yard (min.)	7.0m	3.8m
Int. Side Yard (min.)	1.8m	1.6m
Ext. Side Yard (min.)	3.0m	5.0m (Summerset Dr.)
Rear Yard (min.)	7.0m	N.A.
Landscaped Open Space (min.)	35%	43%
Dwelling Unit Floor Area (min.)	35.0m <sup>2</sup> / unit + 10.0m <sup>2</sup> / bedroom	> 35.0m <sup>2</sup> / unit + 10.0m <sup>2</sup> / bedroom
Lot Coverage (max.)	35%	33%
Gross Floor Area (max.)	60%	70%
Height of Main Bldg. (max.)	10.0m	15.0m
Amenity Area (min.)	2,616.0m <sup>2</sup> (consolidated)	3,554.0m <sup>2</sup> (consolidated) + min. 8.3m <sup>2</sup> rooftop amenity / unit
Required Parking	327 spaces incl. 5 Type 'A' and 6 Type 'B' 8.F. spaces (1.5 space / unit)	216 / unit + 32 Visitor incl. 1 Type 'A' and 2 Type 'B' (1.23 spaces / unit) + 216 garage spaces
Permitted Uses	Section 5.2.1 Table 5.2	Back-to-Back TH
Density	53 units / ha	55 units / ha

# CONCEPTUAL SITE PLAN - 308 UNITS

## BEAR CREEK VILLAGE

RESIDENTIAL	CURRENT OP DESIGNATION
RM2	CURRENT ZONE

SCHEDULE OF REVISIONS			
No.	Date	Description	By
1	Dec. 17, 2020	Adjust max. height of buildings;	A.S.
5	Jan. 18, 2021	Create 2 separate blocks	A.S.

<b>IPS</b> INNOVATIVE PLANNING SOLUTIONS PLANNERS • PROJECT MANAGERS • LAND DEVELOPERS 647 WELHAM RD., UNIT 9, BARRIE, ONTARIO L4N 0B7 tel: 705 • 812 • 3281 fax: 705 • 812 • 3434 e: info@ipsconsultinginc.com www.ipsconsultinginc.com	
Date: November 21, 2019	Drawn By: A.S.
File: 17-732	Checked: G.B.



**APPENDIX 2**  
*DRAFT ZONING BY-LAW AMENDMENT*

# THE CORPORATION OF THE CITY OF BARRIE

## ZONING BY-LAW NUMBER \_\_\_\_\_-2021

“A By-law of the City of Barrie to amend Zoning By-Law 2009-141 by rezoning portions of the lands legally described as Part of Lot 2, Concession 14, Block 76 of Registered Plan 51M-1167 in the City of Barrie from Residential Multiple Dwelling Second Density (RM2) to Residential Multiple Dwelling Second Density Exception \_\_\_\_ (RM2-SP-\_\_\_\_) and Residential Apartment Dwelling First Density Exception \_\_\_\_ (RA1-2-SP-\_\_\_\_) as depicted on Schedule A attached hereto”

**WHEREAS** the Council of the Corporation of the City of Barrie is empowered to pass By-laws to regulate the use of land pursuant to Section 34 of the Planning Act, R.S.O 1990, cP.13, as amended;

**AND WHEREAS** the Council of the Corporation of the City of Barrie has determined a need to rezone the lands described above;

**AND WHEREAS** the Council of the Corporation of the City of Barrie deems said application to be in conformity with the Official Plan of the City of Barrie, as amended, and deems it advisable to amend By-law 2009-141.

**NOW THEREFORE** the Council of the City of Barrie hereby enacts as follows:

That the South Section Map to By-law 2009-141 is hereby further amended by rezoning those lands described as Part of Lot 2, Concession 14, Block 76 of Registered Plan 51M-1167 in the City of Barrie from Residential Multiple Dwelling Second Density (RM2) to Residential Multiple Dwelling Second Density Exception \_\_\_\_ (RM2-SP-\_\_\_\_) and Residential Apartment Dwelling First Density Exception \_\_\_\_ (RA1-2-SP-\_\_\_\_) as shown on Schedule “A” to this By-law.

1. Notwithstanding the provisions as set out in Zoning By-law 2009-141, back-to back townhomes on lands zoned Residential Multiple Dwelling Second Density Exception \_\_\_\_ (RM2-SP-\_\_\_\_) shall be permitted with the following provisions:

- Minimum Front Yard: 3.8m
- Minimum Interior Side Yard: 1.6m
- Maximum Gross Floor Area: 70%
- Maximum Building Height: 15.0m
- Minimum Parking Ratio: 1.23 surface spaces per unit
- Minimum BF Parking Spaces: 1 ‘Type A’ and 2 ‘Type B’
- Permitted Uses: Permit Back-to-Back Townhomes
- Maximum Density: 55 units / hectare

2. Notwithstanding the provisions as set out in Zoning By-law 2009-141, apartment buildings on lands zoned Residential Apartment Dwelling First Density Exception \_\_\_\_ (RA1-2-SP-\_\_\_\_) shall be permitted with the following provisions:

- Minimum Front Yard: 6.8m
- Minimum Rear Yard: 1.6m
- Minimum Landscaped Open Space: 21%



- Maximum Lot Coverage: 42%
- Maximum Gross Floor Area: 230%
- Maximum Building Height: 20m

3. That all other provisions of the Zoning By-law 2009-141, as amended, shall apply.
4. That Schedule “A”, attached, does and shall form part of this By-law.
5. That this By-law shall come into force and take effect on the date of passing thereof, subject o the provisions of Section 34 of The Planning Act, R.S.O., 1990, as amended.

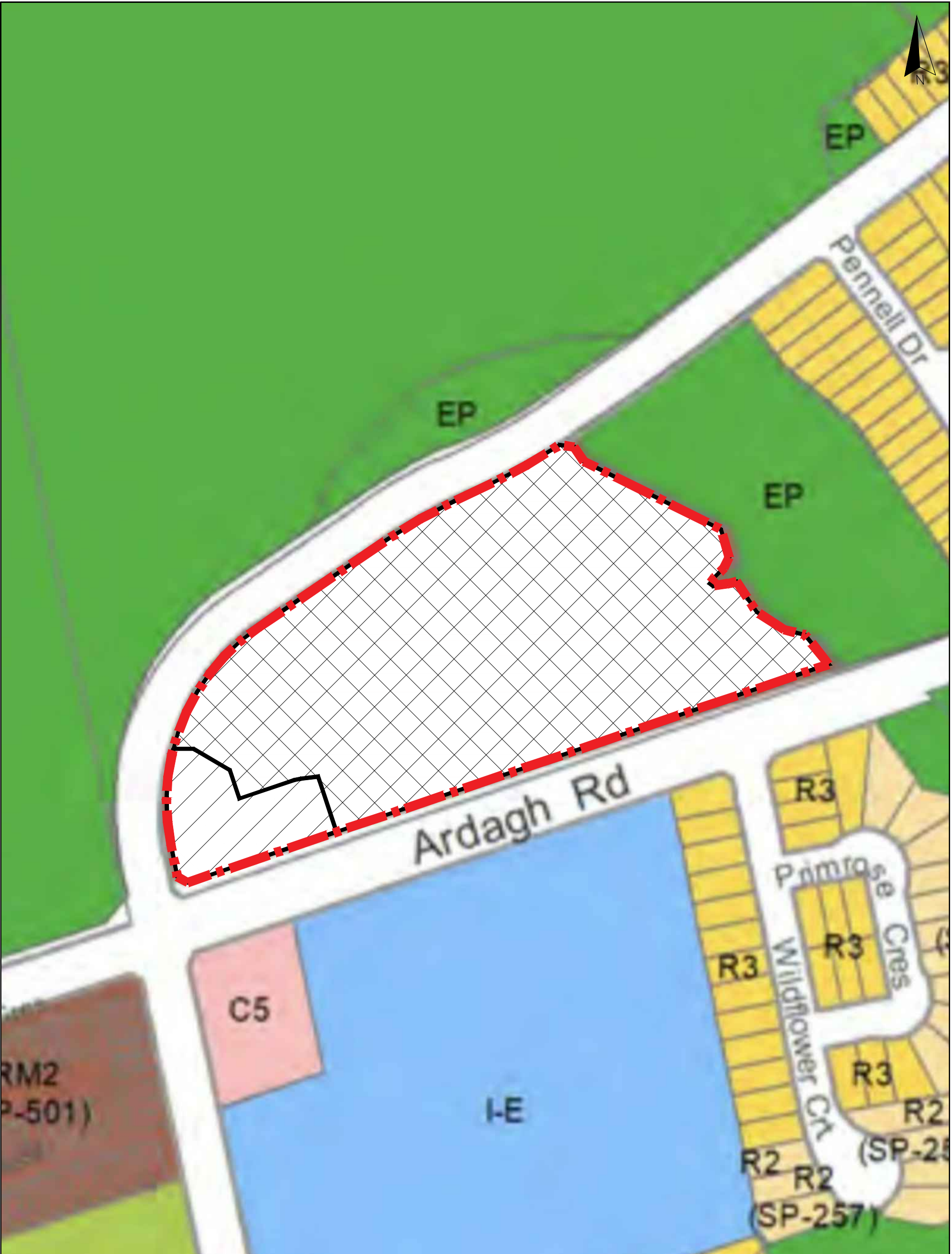
BY-LAW READ A FIRST, SECOND AND THIRD TIME THIS \_\_\_\_ DAY OF \_\_\_\_\_, 2021.

---

**Mayor**

---

**Clerk**



**LEGEND**

Subject Site

Lands to be rezoned from 'Residential Multiple Dwelling Second Density (RM2)' zone to 'Residential Multiple Dwelling Second Density with Special Provisions (RM2-XX)' zone

Lands to be rezoned from 'Residential Multiple Dwelling Second Density (RM2)' zone to 'Residential Apartment Dwelling First Density-Two with Special Provisions (RA1-2-XX)' zone

**SCHEDULE "A"**  
**ZONING BY-LAW AMENDMENT**  
PART LOT 2, CONCESSION 14  
IN THE  
CITY OF BARRIE  
COUNTY OF SIMCOE  
2017

Scale  
0 25 50 75 100m

Source: City of Barrie Comprehensive Zoning By-Law 2009-141  
Note: Information shown is approximate and subject to change.

**IPS** INNOVATIVE PLANNING SOLUTIONS  
PLANNERS • PROJECT MANAGERS • LAND DEVELOPERS  
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tel: 705 • 812 • 3281 fax: 705 • 812 • 3434 e: info@ipsconsultinginc.com www.ipsconsultinginc.com

Date:	January 18, 2021	Drawn By:	A.S.
File:	17-732	Checked:	G.B. / T.K.



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